

Message Text

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ACTION OES-07

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FM AMEMBASSY MEXICO
TO SECSTATE WASHDC 3328

C O N F I D E N T I A L SECTION 01 OF 03 MEXICO 11164

STATE FORAMBASSADOR GREEN, OES
AID FOR LA AND PHA

E.O. 11652: GDS
TAGS: SPOP, MX
SUBJECT: US POPULATION ASSISTANCE IN MEXICO

1. SUMMARY: THE GOM ORGANIZATION FOR PROVIDING FAMILY PLANNING SERVICES IS EVOLVING IN AN EFFECTIVE MANNER PLACING INCREASING EMHASIS AND HIGH PRIORITY ATTENTION ON FAMILY PLANNING AND POPULATION CONTROL. IN RECOGNITION OF OUR SPECIAL RELATIONSHIP IN MEXICO, THE URGENT NATURE OF THE PROBLEM, AND THE UNIQUE OPPORTUNITY THE US HAS OF PROVIDING KEY ASSISTANCE, THE EMBASSY URGES EVERY EFFORT BY THE DEPARTMENT AND AID/W TO MARSHAL FULL AND FLEXIBLE SUPPORT TO GOM POPULATION PROGRAMS.
END SUMMARY

2. SINCE TAKING POWER DECEMBER 1, 1976, THE NEW MEXICN ADMINISTRATION OF PRESIDENT JOSE LOPEZ PORTILLO HAS REPEATEDLY AND CONSTANTLY INDICATED ITS INTEREST IN
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FAMILY PLANNING AND ITS DETERMINATION TO MOVE FORWARD WITH A VIGOROUS AND EFFECTIVE FAMILY PLANNING PROGRAM. IT WAS NO ACCIDENT THAT MOST OF THE KEY APPOINTEES IN THE AREAS OF MATERNAL-CHILD HEALTH AND FAMILY PLANNING OF THE OFFICIAL HEALTH ORGANIZATIONS (SECRETARIAT OF HEALTH - SSA; MEXICAN SOCIAL SECURITY INSTITUTE - IMSS; AND, THE MEXICAN SOCIAL SECURITY SYSTEM FOR STATE WORKERS

- ISSSTE) HAVE COME FROM LONG AND PRODUCTIVE CAREERS IN THE PRIVATE SECTOR WORKING PRINCIPALLY IN FAMILY PLANNING. IN EARLY JUNE, THE PRESIDENT ANNOUNCED NATIONAL DEMOGRAPHIC GOALS. PREVIOUS OFFICIAL RHETORIC ABOUT FAMILY PLANNING HAS ALWAYS CENTERED AROUND IMPROVED MATERNAL-CHILD HEALTH. THE SIGNIFICANCE OF PUBLICLY ESPOUSED DEMOGRAPHIC GOALS IS FURTHER INDICATION OF THE AWARENESS OF THE MEXICAN GOVERNMENT OF ITS DESPERATE NEED TO SLOW THE POPULATION GROWTH RATE AS AN ESSENTIAL STEP TOWARD ACHIEVING SOCIAL STABILITY AND ECONOMIC VIABILITY AS SOON AS POSSIBLE.

3. DURING THE PREVIOUS ADMINISTRATION MAJOR POWER FOR POPULATION MATTERS RESTED WITH THE SUBSECRETARIAT OF POPULATION OF THE SECRETARIAT OF GOVERNMENT AND ITS POLICY ORGAN, THE NATIONAL POPULATION COUNCIL - CONAPO. CURRENTLY, CONAPO HAS BEEN LIMITED TO A ROLE OF ESTABLISHING POPULATION MIGRATION POLICIES AND CARRYING OUT GENERAL POPULATION PROPAGANDA VIA THE MEDIA ("THE SMALL FAMILY LIVES BETTER").

4. UNDER THE LOPEZ PORTILLO ADMINISTRATION, A COORDINATING COMMISSION (CPF) FOR THE NATIONAL FAMILY PLANNING PROGRAM HAS BEEN ESTABLISHED TO MAKE POLICY DECISIONS RELATED TO THE PROVISION OF FAMILY PLANNING SERVICES OF ALL GOVERNMENTAL FAMILY PLANNING SERVICE DELIVERY ORGANIZATIONS (SSA, IMSS, ISSSTE, ETC.).

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OF THE SECRETARY OF HEALTH, CPF HAS A SIZEABLE STAFF OF QUALIFIED EXPERTS IN VARIOUS FIELDS OF FAMILY PLANNING. THE ORGANIZATION OF CPF HAS NOW BEEN COMPLETED AND ITS MUSCLE HAS BEEN DEMONSTRATED ON SEVERAL OCCASIONS. THERE IS NO DOUBT THAT CPF CALLS THE SHOTS IN THE AREA OF FAMILY PLANNING AND IS THE CENTRAL DECISION-MAKING ORGANIZATION. ITS CLOUT COMES FROM THE FACT THAT THE DIRECTOR IS BROTHER OF THE SECRETARY OF HEALTH WHO IS CLOSE TO AND HIGHLY REGARDED BY THE PRESIDENT.

5. CPF, IN SPITE OF ITS LARGE STAFF, IS NOT CONCERNED WITH DIRECT IMPLEMENTATION AND OPERATIONS. THESE ACTIONS REMAIN WITH THE TRADITIONAL SERVICE DELIVERY INFRASTRUCTURE. THERE ARE THREE MAIN ORGANIZATIONS AND INNUMERABLE SMALLER OR SPECIALIZED GOVERNMENTAL HEALTH DELIVERY SYSTEMS:

A. SECRETARIAT OF HEALTH (SSA) - THE FAMILY PLANNING EFFORTS ARE CONCENTRATED IN THE GENERAL DIRECTORATE OF MEDICAL AND MOTHER CHILD ATTENTION AND FAMILY PLANNING (DGAMMIFP) - RESPONSIBLE FOR 60 PERCENT OF THE POPULATION-

MOSTLY RURAL-WITH 20 PERCENT OF THE HEALTH BUDGET.

B. MEXICAN INSTITUTE OF SOCIAL SECURITY (IMSS) - THE
DEPARTMENT

RESPONSIBLE FOR 40 PER-
CENT OF THE MEXICAN POPULATION, MOSTLY WORKERS, AND HAS
80 PERCENT OF THE HEALTH BUDGET. WE ARE IMPRESSED BY
IMSS' DETERMINATION TO PROVIDE FP SERVICES TO NON-MEMBERS
AND DEVELOPING RURAL EXTENSION.

C. MEXICAN SOCIAL SECURITY SYSTEM FOR STATE WORKERS
(ISSSTE) COVERS ONLY PUBLIC EMPLOYEES AND IS A RELATIVELY
SMALL SYSTEM FOCUSING ON THE MIDDLE-CLASS AND RECEIVING A
SMALL PORTION OF THE HEALTH BUDGET.

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D. OTHER ORGANIZATIONS PROVIDING FAMILY PLANNING

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C O N F I D E N T I A L SECTION 02 OF 03 MEXICO 11164

SERVICES INCLUDE THE FEDERAL ELECTRICITY COMMISSION
(CFE); STATE RAILROAD WORKERS; INTEGRAL FAMILY DEVELOP-
MENT (DIF) - THE PECULIARLY MEXICAN STATE ORGANIZATION
UNDER THE DIRECTION AND AEGIS OF THE WIFE OF THE

PRESIDENT; THE MILITARY HEALTH SYSTEM (ISSFA); PEMEX - THE STATE PETROLEUM COMPANY; ETC.

E. IN THEORY CPF IS ALSO RESPONSIBLE FOR COORDINATING THE PRIVATE SECTOR FAMILY PLANNING EFFORTS, BUT TO DATE THIS HAS NOT BEEN PUT INTO PRACTICE EXCEPT FOR THE PARTICIPATION OF PRIVATE SECTOR DIRECTORS IN CPF ACTIVITIES. UNFORTUNATELY, THE PRIVATE SECTOR ORGANIZATIONS HAVE NOT MOVED FORWARD AS AGGRESSIVELY OR PRODUCTIVELY AS THEIR COUNTERPARTS HAVE IN OTHER COUNTRIES. AS A RESULT, THEY REMAIN VERY SMALL ENTITIES PROVIDING SERVICE TO NO MORE THAN 4 PERCENT OF FERTILE WOMEN AND WITH SERVICES WHICH, UNTIL RECENTLY, HAVE BEEN OF A MORE TRADITIONAL CLINIC BASED NATURE. WE BELIEVE THERE IS A POTENTIAL AND NEED FOR A VIGOROUS PRIVATE SECTOR ROLE AND WE WILL SEEK EVERY OPPORTUNITY TO ENCOURAGE INCREASED SUPPORT FROM LOCAL AND INTERNATIONAL SOURCES FOR AN

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EXPANSION OF PRINCIPALLY NON-TRADITIONAL SERVICE DELIVERY. MAJOR PRIVATE ORGANIZATIONS INCLUDE: FEPAC - FOUNDATION FOR POPULATION STUDIES - THE LOCAL IPPF AFFILIATE; PRO-MATERNAL HEALTH ASSOC., AND THE SEX EDUCATION ASSOC. ONE IMPORTANT ELEMENT THAT DOES NOT COME UNDER ANY PROGRAM, AND WHICH THIS EMBASSY FEELS IT IS IMPORTANT TO SUPPORT, IS THE UNIVERSITY SYSTEM, WITH ITS SCHOOLS OF MEDICINE, NURSING AND SOCIAL WORK. WE THINK ASSISTANCE THROUGH JOHNS HOPKINS, PATHFINDER, AND POP COUNCIL IS ESPECIALLY APPROPRIATE AND IMMEDIATELY USEFUL.

6. ALTHOUGH FERTILITY AND CONTRACEPTIVE PREVALENCE DATA IS SHAKY AT BEST, THE GOM ESTIMATES THERE ARE 15 MILLION OF FERTILE AGE IN MEXICO. OF THIS NUMBER, 23 PERCENT OR 3,500,000 PRESENTLY CONTRACEPT; 52 PERCENT OF THEM PARTICIPATING THROUGH THE PUBLIC SECTOR, 43 PERCENT THROUGH THE COMMERCIAL SECTOR (BUYING PILLS, ETC. IN THE PHARMACIES), AND 4 PERCENT THROUGH PRIVATE ORGANIZATIONS. CLEARLY, 11 1/2 MILLION WOMEN (77 PERCENT) ARE UNPROTECTED BY MODERN CONTRACEPTION. MANY OF THESE WOMEN ARE DISPERSED IN 97,000 COMMUNITIES OF POPULATION OF 2,500 OR LESS. THE MEXICAN GOVERNMENT RECOGNIZES THAT OF THESE COMMUNITIES ONE-HALF HAVE NO ACCESS WHATSOEVER TO EITHER PRIVATE OR GOVERNMENTAL FAMILY PLANNING SERVICES.

7. THEREFORE, CPF, IN CONJUNCTION WITH THE OFFICIAL HEALTH DELIVERY SYSTEM, HAS ESTABLISHED THREE TARGETS:

A. IMPROVE CLINICAL SERVICES INSURING THAT THE WHOLE RANGE OF MODERN CONTRACEPTIVE SERVICES ARE AVAILABLE, INCLUDING VOLUNTARY SURGICAL MEANS.

B. EXTEND FAMILY PLANNING SERVICES TO RURAL AREAS,
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SPONSORED BY THE HEALTH SYSTEM BUT NOT NECESSARILY
HANDLED BY THE HEALTH SYSTEM OR THROUGH THE CLINIC
STRUCTURE. USE WILL BE MADE OF LOCAL NON-MEDICAL IN-
HABITANTS OF COMMUNITIES, OF AUXILIARIES, AND FOCUS WILL
BE ON COMMUNITY-BASED DISTRIBUTION.

C. SALE OF CONTRACEPTIVES THROUGH A PRIVATE NON-
PROFIT COMMERCIAL DISTRIBUTION SYSTEM MAKING USE OF
PHARMACIES, SMALL FOOD STORES, MISCELLANEOUS VILLAGE
SALES OUTLETS AND VENDING MACHINES IN URBAN AREAS.

8. THE EMBASSY BELIEVES THE GOM HAS DEVELOPED AN EFFEC-
TIVE, SENSIBLE PROGRAM FOR DELIVERY OF FAMILY PLANNING
SERVICES TO THE LARGEST NUMBER OF MEXICANS POSSIBLE AT
THE LEAST COST TO THE GOVERNMENT. WE WISH TO BE AS
RESPONSIVE AS POSSIBLE TO THESE GOM INITIATIVES AND WITH
A FLEXIBILITY THAT WILL REDUCE RED TAPE TO A MINIMUM.
THE EMBASSY FULLY SUPPORTS AND ENDORSES SUBSTANTIAL AND
RAPID ASSISTANCE TO THESE FAMILY PLANNING PROGRAMS FOR
THREE BASIC REASONS:

A. IN ORDER FOR MEXICO TO REDUCE AS RAPIDLY AS
POSSIBLE ITS POPULATION GROWTH TO ENHANCE ECONOMIC AND
SOCIAL DEVELOPMENT,

B. IN ORDER TO IMPROVE THE HEALTH AND WELFARE OF
MEXICAN MOTHERS AND INFANTS, AND

C. IN ORDER TO REDUCE PRESSURES THAT RESULT IN
ILLEGAL MIGRATION TO THE U.S. WE RECOGNIZE THAT THIS IS
A KEY, ALBEIT LONG RANGE, ELEMENT OF OUR RATIONALE,
IMPORTANT TO THE INTERESTS OF THE U.S. AND AS A WAY TO
DEFUSE A REAL SOURCE OF FRICTION IN OUR MUTUAL
RELATIONS. WE ALSO RECOGNIZE, HOWEVER, THAT THIS IS AN
EXTREMELY SENSITIVE ISSUE AND A FORMAL DISCUSSION WHICH
ASSOCIATES FAMILY PLANNING AND ILLEGAL MIGRATION CAN
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EASILY BE MISINTERPRETED AND THEREFORE JEOPARDIZE OUR
INTEREST IN ENCOURAGING THE GOM TO CONTINUE ITS ANNOUNCED
PRIORITY ON POPALATION CONTROL.)

WE, THEREFORE, BELIEVE THAT US GOVERNMENT SUPPORT TO
FAMILY PLANNING PROGRAMS IN MEXICO IS ONE OF OUR HIGHEST
PRIORITIES IN OUR SPECIAL RELATIONSHIP WITH THE GOM.
CLEARLY, THE MAJOR RESPONSIBILITY FOR THIS EFFORT MUST BE
BORNE BY THE GOM AND THEY ARE PLANNING AND MARSHALING
PERSONNEL AND RESOURCES FOR THIS PURPOSE. HOWEVER, GIVEN
THE MAGNITUDE OF THE PROBLEM, THE ECONOMIC SITUATION IN
MEXICO AND THE UNIQUE TECHNICAL AND BUREAUCRATIC CAPACITY
OF AID INTERMEDIARIES TO RESPOND QUICKLY AND APPROPRIATELY
TO THIS NEED WE SEE A REAL POTENTIAL FOR COOPERATION TO
ACHIEVE AN EXTREMELY IMPORTANT MUTUAL OBJECTIVE. WE,
THEREFORE, URGE THE DEPARTMENT AND AID TO LOOK CAREFULLY
AT RESOURCES AVAILABLE AND AT PROCEDURES AND MECHANISMS
NOW EXISTENT WITH A VIEW TO PROVIDING THE GOM WITH ADDI-
TIONAL NEEDED RESOURCES AND TO DO SO IN A TIMELY AND
EFFICIENT MANNER.

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9. THIS NEED FOR SUPPORTIVE RESOURCES WILL BE INCREASED
IF UNFPA REDUCES ITS ASSISTANCE. FROM RELIABLE SOURCES
WE HAVE BEEN INFORMED THAT MEXICO NO LONGER IS A PRIORITY

COUNTRY OF UNFPA AND THAT THEY PLAN TO REDUCE AND THEN PROBABLY TERMINATE THEIR ASSISTANCE. THIS UNFPA POLICY DECISION IS OF GREAT CONCERN TO THE EMBASSY AND WE URGE THE DEPARTMENT AND AID TO USE EVERY OPPORTUNITY TO REVERSE THIS DECISION TO WITHDRAW.

10. FUNDING REQUESTED FROM US TO DATE BY THE GOM FOR FAMILY PLANNING IS ALMOST 10 MILLION DOLLARS.

A. US\$ 800,000 - RURAL CBD PROJECTS OF SSA

B. US\$ 1,500,000 - CONTRACEPTIVE COMMERCIALIZATION - CPF

C. US\$ 1,500,000 - SSA - SURGICAL EQUIPMENT

D. US\$ 1,000,000 - IMSS - SURGICAL EQUIPMENT

E. US\$ 5,000,000 REQUESTED FOR GENERAL SUPPORT EXPANSION DELIVERY FAMILY PLANNING SERVICES TO RURAL AREAS VIA CBD AND COSTS FOR LOCAL TRAINING. SHOULD UNFPA REDUCE ITS FUNDING AND SHOULD A REQUESTED WORLD BANK LOAN NOT BE FORTHCOMING WE CAN ANTICIPATE A GOM REQUEST FOR EVEN GREATER FINANCIAL SUPPORT. MANY OF THESE REQUESTS WILL BE FOR ONGOING FUNDING OVER A PERIOD OF THREE OR MORE YEARS. (UNDER THE PREVIOUS ADMINISTRATION THE GOM REQUESTED A WORLD BANK LOAN TO FUND EXPANSION OF FAMILY PLANNING SERVICES BY THE MINISTRY OF HEALTH (SSA). THE LOAN, AS CONCEIVED, PLACES EMPHASIS ON INFORMATION, EDUCATION AND COMMUNICATION. PRIORITIES OF THE NEW CONFIDENTIAL

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ADMINISTRATION PLACE GREATER EMPHASIS ON AVAILABILITY OF CONTRACEPTIVES AND ACTUAL SERVICE DELIVERY.)

11. CLEARLY, WE HAVE A UNIQUE SITUATION IN MEXICO AT PRESENT. FOR THE FIRST TIME THERE IS FULL PUBLIC REALIZATION OF THE POPULATION PROBLEM AND A PUBLICLY ANNOUNCED POLICY TO DEAL WITH IT. MEXICO IS FORTUNATE TO HAVE HIGHLY CAPABLE, WORLD-RESPECTED SPECIALISTS DIRECTING ITS POPULATION PROGRAMS. GOM POLICIES AND PROGRAMS ARE FORWARD LOOKING AND BASED ON THE SOUND CONCEPT THAT FAMILY PLANNING SERVICES CANNOT BE SOLELY CLINIC-BASED. THE MAJOR OBSTACLE TO IMMEDIATE AND WIDESPREAD IMPLEMENTATION APPEARS TO BE FUNDING. USG HAS THE UNIQUE OPPORTUNITY IN THIS PERIOD OF STRENGTHENED FRIENDSHIP AND COOPERATION TO RESPOND TO MEXICO'S NEED. IN DOING SO WE SERVE OUR OWN OBJECTIVES. THE RECENT ASSIGNMENT OF A FULL-TIME POPULATION OFFICER TO THE EMBASSY HAS PROVIDED US WITH THE CAPACITY TO WORK EFFICIENTLY WITH THE MEXICAN

POPULATION PROGRAMS, TO STIMULATE THEIR DEVELOPMENT WHERE NECESSARY AND TO DEVELOP AN EFFECTIVE ASSISTANCE PACKAGE. ALL CONCERNED SHOULD SEIZE THIS OPPORTUNITY TO DEAL AT LAST WITH A PROBLEM THAT HAS IMPACTED ADVERSELY ON BOTH MEXICAN AND U.S. INTERESTS FOR TOO LONG A TIME.

12. ON A CAUTIONARY NOTE, ANY PUBLIC DISCUSSIONS ABOUT MEXICO'S FARSIGHTED AND FAR-RANGING POPULATION EFFORTS MAY WELL HELP MOTIVATE OTHER COUNTRIES, BUT IT COULD SERIOUSLY JEOPARDIZE THE PROGRAM HERE. WE ASK THE DEPARTMENT AND AID TO EXERCISE MAXIMUM RESTRAINT IN PUBLIC DISCUSSIONS ABOUT FAMILY PLANNING IN MEXICO UNTIL SUCH TIME AS EFFORTS HERE ARE WELL UNDERWAY AND ENTRENCHED. THOMPSON

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